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ABSTRACT

In 1970, the California State Bar obtained funds from the California Council on Criminal Justice and initiated the Law in a Free Society project. The goal of the six-year project was to develop educational programs for elementary and secondary students, teachers, supervisors, administrators, and community members in an attempt to improve the quality of civic and legal education. This review of the project in its second year discusses the following topics: (1) objectives; (2) administrative organization; (3) the development and recording of administrative procedures, curriculum, and evaluation; (4) curriculum development procedures; (5) curriculum for in-service training of teachers; (6) evaluation program; (7) community support; and (8) dissemination of information about the project to groups outside the experimental areas. Names and positions of members of the executive committee are listed. An administrative organization chart and an in-service course chart are included in the appendices. (Author/RM)

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A REVIEW OF THE LAW IN A FREE SOCIETY PROJECT

1970 - 1972

LAW IN A FREE SOCIETY

a project of the
State Bar of California
in cooperation with the
Schools of Law of the University of California
and
University Extension,
University of California, Los Angeles
606 Wilshire Boulevard, Santa Monica, California 90401

August, 1972

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A REVIEW OF THE LAW IN A FREE SOCIETY PROJECT

1970-1972

Introduction

For some time, members of the State Bar of California have been concerned with the quality of instruction in legal and civic education in elementary and secondary schools in the State, and the effect of the school environment on the development of students' attitudes and understanding of our legal and political systems. In 1970, the State Bar obtained funds from the California Council on Criminal Justice and initiated the Law in a Free Society project. The goal was to develop educational programs for elementary and secondary students, teachers, supervisors, administrators and community members in an attempt to improve the quality of civic and legal education.

Now in its second year, the project is the largest and most comprehensive attempt yet undertaken to develop an effective educational program focussing on the need for informed understanding and support for the legal and political institutions of our state and nation. We expect the successful completion of this project to lead to its widespread adoption and use not only in California, but throughout the nation -- a goal we expect to accomplish with the support of associations of teachers, lawyers, and other professionals, (such as the Special Committee on Youth Education and Citizenship of the American Bar Association and the National Council for the Social Studies), Community Organizations, and the schools. We are building model programs to that end.

I. Objectives

The objectives of the project are to be accomplished over a six-year period, which has been divided into three phases. Phase I was a one-year planning and organization period conducted during 1970-71. Phase II covers three years, during which the following general objectives are to be accomplished:

A. The development of a curriculum in legal and political education for students in grades K-12.

B. The development of in-service courses for teachers and other school personnel which will give them the knowledge and skills necessary for teaching the K-12 curriculum.

C. The development of an evaluation program to measure change in the knowledge and skills of teachers, school administrators, other school personnel, and elementary and secondary students.

D. The development of community participation in the project by investing members of local bar and barristers' associations, law enforcement agencies, and other relevant community groups.

The procedures and content of the program during Phase II will be tested and documented so that in Phase III the project can be replicated on a larger scale with minimum involvement of personnel and expense other than those normally available to school districts. Phase III, it is hoped, will lead to the widespread implementation and dissemination of the program.

II. Methods

A. Administrative Organization

The administrative organization of the project, is portrayed on the following chart (Appendix A). The Executive Committee, which meets quarterly, includes members from the fields of law, law enforcement, education, and political science. It is appointed by the Board of Bar Governors of the State Bar of California. A five-member Steering Committee Composed of members of the Executive Committee, meets more frequently to guide the project staff.

As indicated in Appendix B, school districts in eight areas of the state are participating in the experimental programs of

Phase II. A number of considerations were taken into account in choosing systems to participate during Phase II. We looked for qualified leaders who could take part in our experimental program, administrators who would support the project, and local bar and barristers' associations, as well as law enforcement groups, which would give active cooperation. We also gave recognition to the need to utilize people experienced in similar projects conducted throughout the state, such as the State Board of Education's former Advisory Committee on Teaching about the Bill of Rights and/or projects of the Committee on Civic Education at UCLA, whose Executive Director, Charles N. Quigley, now serves as Executive Director of the Law in a Free Society project.

The common element of all the districts participating in this year's program is the commitment of individuals and district administrators and the expertise of local leaders. In some instances, the existence of skilled personnel at the local level and the interest of bar and barristers' associations have led us to choose school systems which have not been part of former programs. Thus, among those involved we have leaders in districts with as much as eight years experience, and some whose involvement in this project marks their first experience with intensive programs in civic and legal education.

Other considerations which guided our choice of areas were the potential establishment of centers in the major populated areas of California which could be used for the dissemination of the program throughout the state once Phase II has been completed. Consideration was also given to the inclusion of systems with a wide range of ethnic and socio-economic characteristics, both urban and suburban. So far, we have not involved school systems in rural areas, but we plan to do so either in the latter part of Phase II or in Phase III.

Appendix B provides an overview of the organization of the in-service programs for 1971-72. The involvement of hundreds of school personnel in a wide range of systems and types of classrooms provides us with an excellent opportunity to field-test the materials being developed by our staff and to draw upon the experience of people in the field for evaluation of the means we are now utilizing to achieve our objectives.

III. The Development and Recording of Administrative Procedures, Curriculum, and Evaluation

A major task of the central staff of the project during Phase II is to record the procedures and content of the Law in a Free Society project so that school districts throughout the

state and nation can adopt and conduct these programs with a minimum of assistance and cost. The central staff, with the assistance of consultants and the benefit of the experimental programs being conducted in the eight areas of the state during Phase II, is responsible for these tasks. In order to accomplish this goal the staff is preparing the following materials which we expect to complete during the summer of 1972.

A. For Area Coordinators

1. A Handbook

This handbook contains a description of the curriculum development objectives and procedures of the project, an overview of an evaluation of printed materials in civic and legal education, and guidelines for teacher development of lesson plans on authority for grades K-12. (Subsequent guidelines for development of lesson plans on other concepts are being bound with the casebooks. See below.)

2. A Policy Manual

This manual contains policies which area coordinators are to follow in administering the programs in their districts and suggestions for planning and conducting in-service courses, organizing Local Advisory Panels, etc.

3. Units for In-Service Courses in Civic & Legal Education

This manual contains units which can be used in the in-service programs on the following concepts: authority, justice, diversity, privacy, responsibility, freedom, property, and participation.

B. For Educational Personnel Enrolled in In-Service Courses

1. A Handbook (See above)

2. Evaluation Criteria

This brochure lists the criteria to be used in evaluating educational material according to the objectives of the Law in a Free Society program.

3. Casebooks including Guidelines for the Development of Lesson Plans

On Authority
On Diversity
Contemporary Issues on Justice
On Privacy
On Responsibility
On Freedom
On Property
On Participation

4. Lesson Plans

We plan to develop, with the assistance of participants in the in-service program, four lesson plans on each of the above concepts for each grade level block, K-2, 3-4, 5-6, 7-9, and 10-12. These will be made available for participants to use in their classrooms next year.

C. For bar and barristers' associations

A Handbook which briefly describes the kinds of educational programs bar and barristers' associations might assist school districts in conducting along with suggested procedures for contacting and working with school districts.

D. Evaluation (for project year 8-1-71 to 7-31-72

1. Evaluation questionnaires and interview schedules for members of the following groups will be prepared:

   a. Executive Committee
   b. Local Advisory Panels
   c. Local Administrative and instructional staff
   d. Educational personnel enrolled in in-service programs

2. The Staff will collect evaluation data from participants which has been gathered independently of the formal evaluation program of the project, e.g., anecdotal records, tests, observations of parents and administrators, etc.

IV. Curriculum Development Procedures

During Phase I and the first part of Phase II, the central staff developed a conceptual organization for the curriculum for students and teachers, which has guided the development of the publications described above. The staff began this task by developing a list of general objectives for the K-12 curriculum and a list of concepts which outlined the subject matter and/or conceptual content of the proposed K-12 curriculum. Tentative decisions were made indicating at which grade levels each concept was to be introduced, and which of a number of printed educational materials available could be used at each grade level for dealing with the concept. Thus, for example, it was suggested that the concept of authority first be introduced in kindergarten. The staff reviewed most of the available texts and audio-visual materials in the field in order to identify those which could be used by teachers to deal with concepts such as authority in their classrooms. These texts were evaluated in terms of the objectives of the project. (An overview of this evaluation is available on request.

The next step was to organize the rather lengthy list of concepts. We chose eight major concepts, those which seemed to be the most fundamental to a constitutional democracy as the major organizational foci for curriculum development and in-service programs. Additional concepts may be added during Phase II. For the first year's work, we have chosen to deal with authority, privacy, justice, freedom, participation, diversity, property, and responsibllity. We have subsumed a number of important related sub-concepts under each of these major concepts. Thus, when we deal with the concept of authority, we also deal with legitimacy, leadership, roles, power, decision-making, rules, etc.

The paeparation of an effective K-12 curriculum is obviously a large one and beyond the capacity of our staff without assistance of experienced teachers in the field. Therefore, this task has organized in the following manner. Our staff is developing guidelines for teacher development of lesson plans on each of the concepts at each grade level from kindergarten through twelfth grade along with references to educational materials teachers might use in the development of lessons. These guidelines consist of statements of behavioral objectives for each lesson, references to educational materials which might be used in the development of specific lesson plans, and suggested settings within which the lesson should take place, e.g., community government.

Our procedure has been to present teachers with an in-service program designed to give them an understanding of the subject matter and methods needed to present effective lessons at their grade levels on the concepts we have chosen. After adequate

instruction in these programs teachers are asked, within the guidelines given them in our tentative curriculum, to develop and try out lesson plans in their classrooms during the year. Each teacher who attends our in-service courses has been asked to submit to the area coordinator several lesson plans based upon one or more of the eight concepts we have chosen. In many cases coordinators have set aside special workshop sessions of the in-service courses for the development of these lesson plans and/or discussion of the results of their use. Area coordinators are responsible for reviewing lesson plans and sending to our staff those they find most effective. The staff is presently in the process of reviewing the lesson plans and will choose those best suited for the objectives of our curriculum; these will be reproduced and distributed.

As indicated in the description of publications above, we intend to develop, with the assistance of the participants in the in-service program, four lesson plans on each concept for each grade level bloc: K-2, 3-4 5-6, 7-9, and 10-12. We hope this procedure will enable us to compile, by the end of this summer, a number of lesson plans tested in classrooms (to be tested again next year) and to obtain specific guidelines for lessons on each of the eight concepts at each of the grade level blocs to provide for teachers' use next year. In addition, we will also attempt to identify teachers with the ability and interest in developing curriculum whom we might be able to use more extensively during the forthcoming years of the project.

V. Curriculum for In-Service Training of Teachers

As indicated on the chart in Appendix B, we are presently conducting in-service programs in eight areas of the state. In each of these areas, we are presenting five thirty-hour courses for teachers, other school personnel, and members of relevant community groups. Thus, by the end of the 1971-72 academic year, we will have conducted forty courses throughout the state, enrolling somewhere between 1,000 and 1,500 people. The same major organizing concepts which we have used in our curriculum development program are intended to form a significant focal point of the in-service programs.

Casebooks on each of the eight concepts are being developed for teachers attending these courses. The Casebook on Authority was developed and distributed in the first part of this year. We anticipate having the eight casebooks completed and revised as a result of experience and consultant criticisms for use in the programs next year. These casebooks are <u>not</u> for elementary and secondary students' use, but are <u>solely</u> for use in the in-service programs for teachers and other school personnel.

The casebooks are used to provide background information for teachers in the in-service courses as well as to provide stimuli for the development of lesson plans for courses in kindergarten through twelfth grade. Materials for the casebooks have been taken from judicial decisions, legislative debates, literature, scholarly and popular articles and treatises, and original materials produced by the staff.

A review of our in-service programs this year would indicate that in most cases they are taking too narrow and "legalistic" an approach, apparently dealing with narrow rather than broader questions of law and political processes. Questions having to do with legal and political processes are overlooked or get scant attention. This is to some degree a result of the experience of many of the area leaders who had taken part over the past several years in programs which were generated by the former Advisory Panel on Teaching About the Bill of Rights to the State Board of Education. These programs, stemming from the activities of that panel, were among the most successful and widespread in this field in the country. However, they generally focused upon questions of constitutional law and the role of the courts. Thus, our present leaders, having worked in this area for quite some time, naturally tend to perpetuate what they have known in their new programs. We intend to introduce a broader perspective to the role of law in a free society.

We have attempted to foster the use of a variety of methods of teaching in our in-service programs. We seek a reasonable blend of expository and inquiry teaching models. Expository techniques are necessary to convey basic information; inquiry techniques are useful for conveying information and for providing a framework for analyzing or formulating solutions for practical problems. For the purposes of this program, inquiry techniques are defined broadly to include Socratic method, case studies, role playing, simulation games, policy-making discussions, etc. Expository methods include lectures, observations of panel discussions, reference work, etc. Particularly well-planned field trips, which necessarily include introductory information for students before the field trip, as well as a discussion of the field trip after it has been completed, are valuable educational experiences. Field trips that have been successful have included ride-along programs with law enforcement officers, visits to juvenile facilities, jails, courthouses, and specifically, specially prepared mock trials.

VI. Evaluation Program

The major part of the evaluation program this year is to be accomplished by means of (1) survey questionnaires administered to all adult participants in the project, and (2) a limited number of interviews of a sample of this group to obtain more detailed information than a questionnaire allows. Questionnaires will be administered to all people enrolled in our in-service programs, Area Coordinators, members of Local Advisory Panels and Steering Committees, and our Executive Committee. In addition, a sample of each of these groups will be interviewed.

A limited amount of information will be gathered from participating school districts on changes in elementary and secondary students' behaviors measured by the above-mentioned questionnaires and interviews. This is somewhat premature and not a major part of the evaluation program this year, however, because we are in the early stages of development and trial use of our curriculum. Thus, not enough of it is being used in classrooms to make an extensive evaluation of this (ultimately most important) component of our program practical at this time. We are planning detailed and extensive evaluation next year, when the training of teachers will be at an advanced stage and a sufficient amount of experimentation will be in selected classrooms. We fully expect that under these conditions we will get some systematic measure of behavioral change.

In addition to this formal program, the staff is collecting from participants evaluation data which has been gathered independently of the formal evaluation program of the project, e.g., anecdotal records, tests, observations of parents and administrators and teachers, etc.

A partial evaluation report will be submitted with our proposal for refunding by the beginning of May. However, the complete evaluation report for this year's program will not be available until the end of the project year, July 31, 1972.

VII. Community Support

The support of individuals and groups throughout the state forms an important part of our program. We have sought this support in the eight areas in which the experimental in-service and curriculum programs are now being conducted. As noted on the chart in Appendix A, the major policy-making body of the project is an Executive Committee, composed of representatives of the State Bar of California, the Schools of Law of the University of California, members of the Department of Political Science at the University of California, Los Angeles, the Executive Director of the California Council for the Social Studies, and representatives from school systems and other groups. The support of this body has been essential in the establishment and progress of the program.

Advisory Panels have been established in the eight areas. These panels are typically composed of representatives of bar and barristers' associations, law enforcement agencies, and other interested community groups and individuals. As on the statewide level, this has been essential in establishing the programs in these areas and in bringing community resources to the assistance of local projects.

VIII. Dissemination of Information About the Project to Groups Outside the Experimental Areas

We have withheld widespread publicity and dissemination, etc. until the end of Phase II, when sufficient progress will have been made to enter into the formal dissemination and implementation phase (Phase III) of the project. However, we have received numerous inquiries and requests for information about the project. In addition to distributing a brochure and a few of the experimental materials to interested parties, the project staff has often, with the assistance of members of the Executive Committee, presented reports on the objectives, methods, materials, and progress of the project at a number of meetings of state and nationwide groups. Listed below are some of the more important meetings at which the project staff has disseminated information.

1. The Annual Convention of the National Council for the Social Studies, Denver, Colorado, November, 1971.

2. Pre-Convention Institute and Convention of the California Council for the Social Studies, Los Angeles, March, 1971.

3. The Dulles Conference of the Youth Education Committee of the Section on Criminal Law of the American Bar Association, Washington, D.C.

4. Pre-Convention Institute and the Institute of the California Council for the Social Studies, Fresno, March, 1972.

5. A panel at the Annual Conference of the Bar Presidents, Monterey, 1972.

6. A meeting of the American Bar Association's Special Committee on Youth Education and Citizenship at the mid-winter convention of the American Bar Association, New Orleans, 1972.

7. The Annual Convention of the State Bar of California, San Diego, 1971.

APPENDICES

A. Administrative Organization Chart

B. In-Service Course Chart

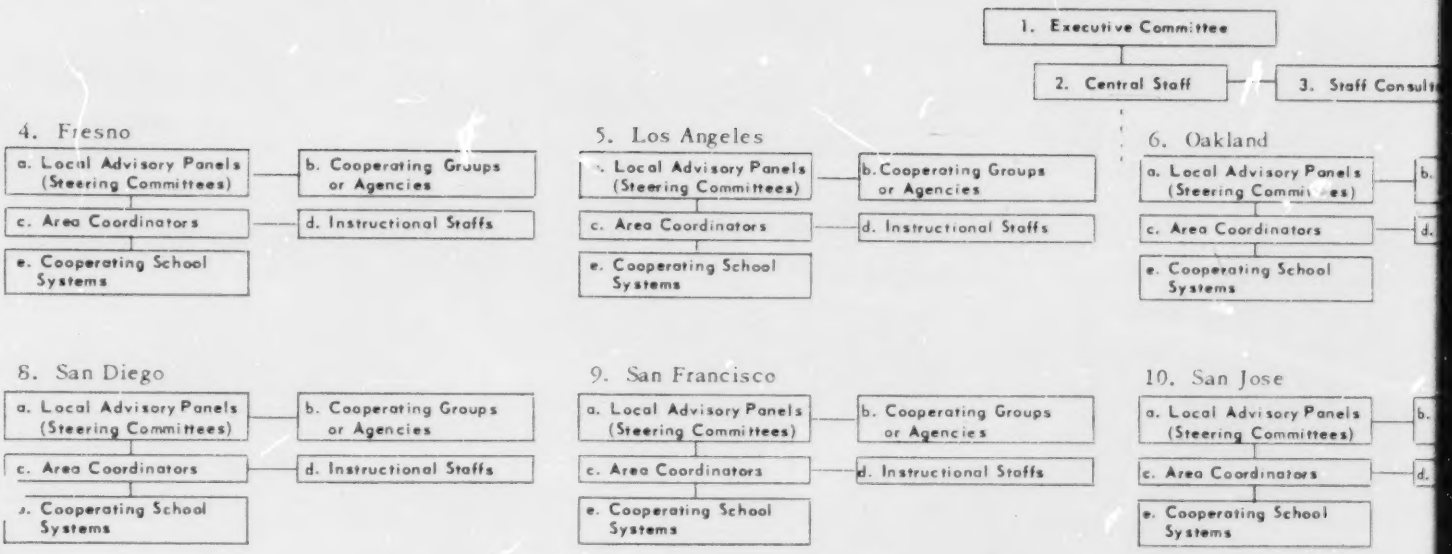
APPENDIX A

Administrative Organization Chart

II. CHARTS

A. PROJECT ORGANIZATION

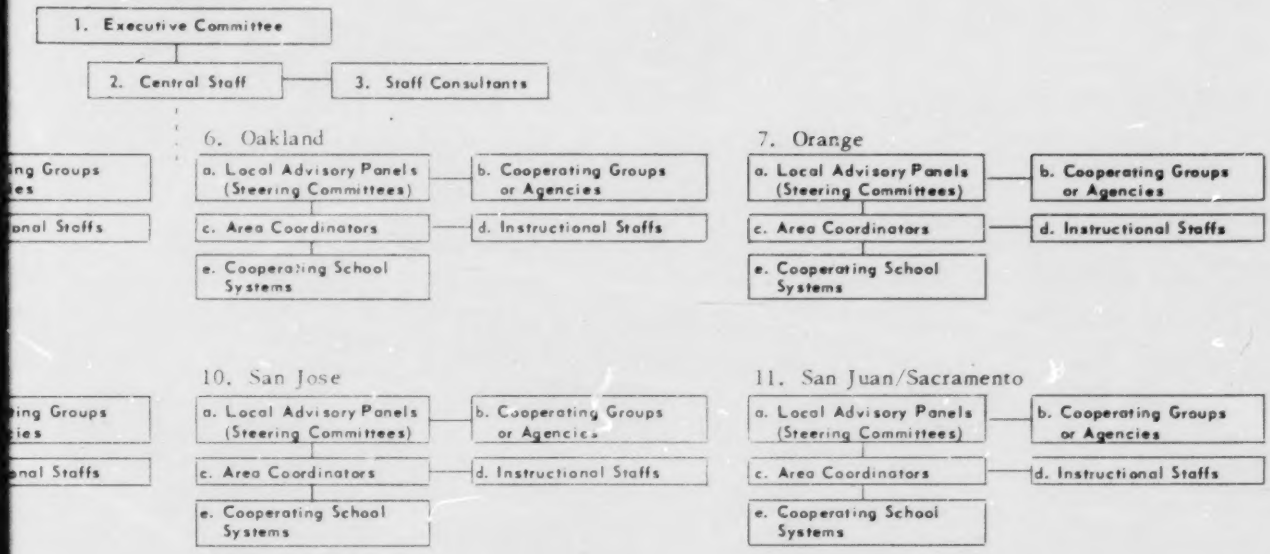
Phase II (1971–72)



II. CHARTS

A. PROJECT ORGANIZATION

Phase II (1971–72)

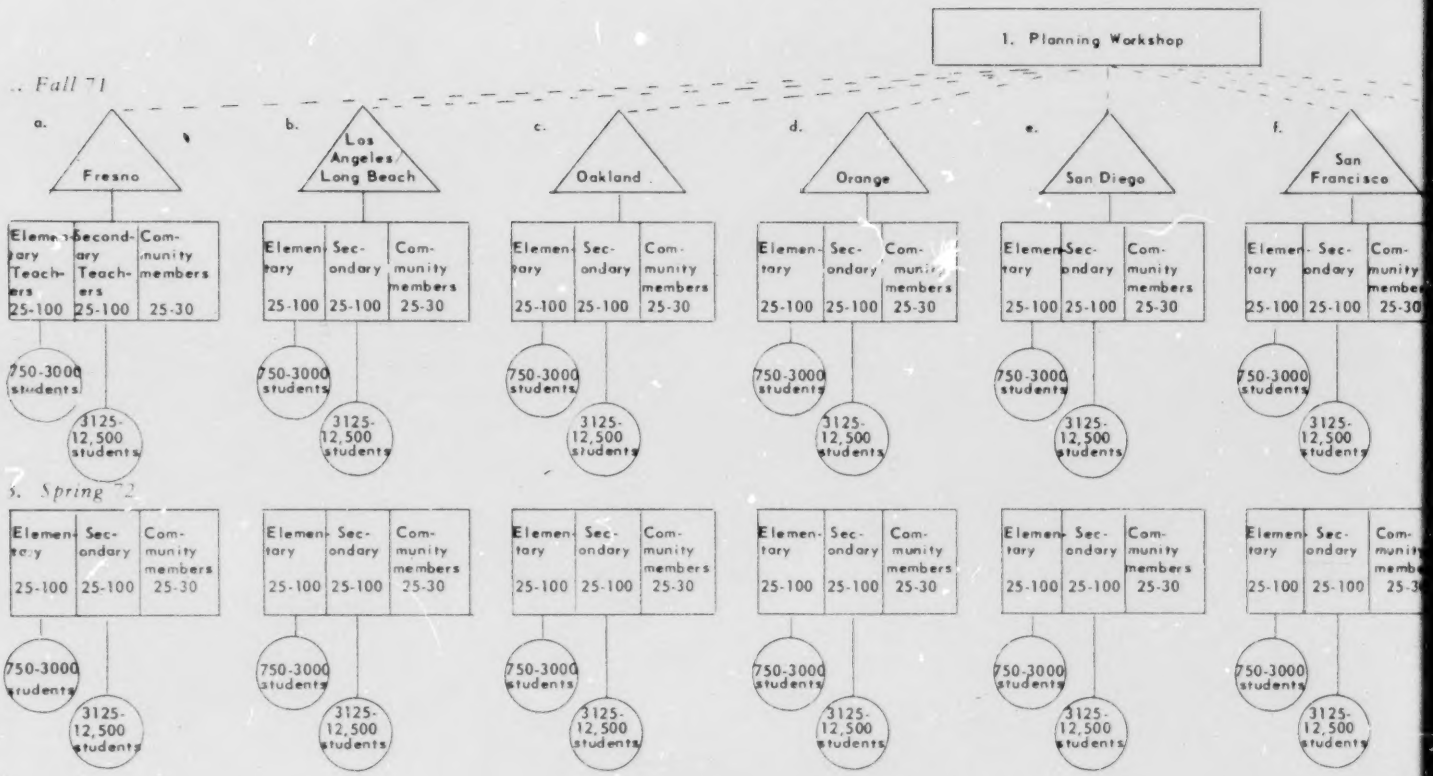


APPENDIX B

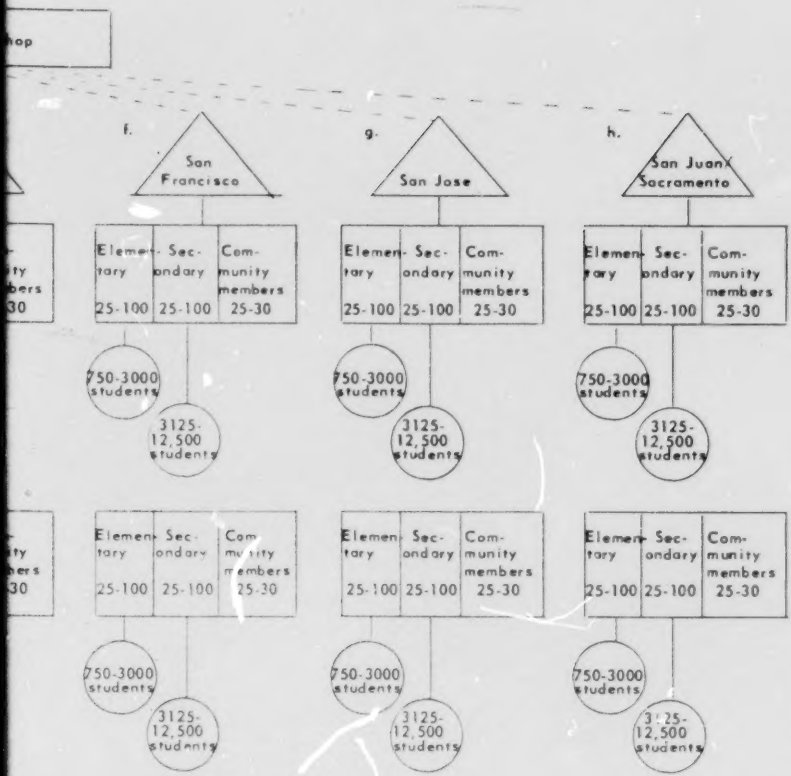
In-Service Course Chart

B. IN-SERVICE PROGRAMS

Phase II (1971–72)



Note: The number of students receiving instruction by teachers trained in these courses i
For example, in many cases new teachers will be enrolled each semester. If an elementary
in Fall, 1971, he will reach an average of 30 students each semester. A secondary teacher
each semester. Teachers who succeed these will reach the same average number of studer
Thus one position in the in-service program will reach 3 semesters of elementary students
semesters of secondary students (375 students). If each course enrolls a minimum of 25 te
averaged 40) and enrollment is changed each semester, 93,000 students will be reached by



TOTALS	
40	LEADERS
400– 1,600	TEACHERS
6,000–24,000	ELEMENTARY STUDENTS
25,000–100,000	SECONDARY STUDENTS

400– 1600	TEACHERS
6,000–24,000	ELEMENTARY STUDENTS
25,000–100,000	SECONDARY STUDENTS

40	LEADERS
800–3200	TEACHERS
62,000–248,000	STUDENTS

trained in these courses increases geometrically.
semester. If an elementary teacher takes the course
ester. A secondary teacher will average 125 students
e average number of students in the 2nd semester.
rs of elementary students (90 students) and three
enrolls a minimum of 25 teachers (past courses have
udents will be reached by June 30, 1972.